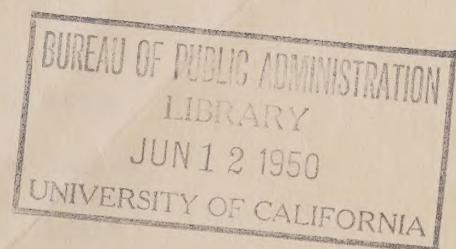


A PRELIMINARY SURVEY OF THE PROBLEMS INVOLVED
IN A STUDY OF THE CENTRAL DISTRICT OF BERKELEY

JS 92 Berkeley



Graduate
Student
Problem

Department of City and Regional Planning

University of California

June 8, 1950

City Planning 212

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June 8, 1950

Director of Planning
Berkeley Department of City Planning
Berkeley, California

Dear Sir:

This report has been prepared in partial fulfillment of your request for a survey of the necessary procedures leading to a detailed study of existing conditions and trends of the Berkeley central business district. The following recommendations point out the necessity for further study before a complete procedural program can be established.

Three major sections are contained in the report: Some Basic Considerations for the Study of Central Business Districts, Existing Physical Conditions of the Berkeley Central Business District, and A List of Available Sources.

It should be noted that the field of research on the major problems involved is somewhat limited, but we feel that the basic pattern for further study has been established. Some significant sources have undoubtedly been missed in the five weeks allotted. Graphic material described in Section II accompanies this report.

Respectfully submitted,

Staff Group

C. R. Dunann
E. N. Bryant
J. W. Lubin
Y. B. Shinoda
C. E. Woodward

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LETTER OF TRANSMITTAL

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Planning the Berkeley Central District

The First Steps

RECOMMENDATIONS

The Berkeley City Planning Department should begin immediately to:

1. Construct the theoretical framework for the collection and evaluation of data necessary to a study of the Berkeley Central District. A recommended point of departure is "Shopping Centers in Urban Redevelopment" *
2. Continue the survey of Existing Conditions in the Central District as outlined in Section II.
3. Investigate in greater detail the available sources listed in Section III, and in light of the results obtained in steps 1 and 2, attempt to make up deficiencies of data.

* Reprint from Land Economics, Vol. XXIV, Number 2, May 1948.

Planning the Survey of the District

The First Steps

Objectives

The Survey of the District should be designed to:

1. Establish the necessary framework for the collection and evaluation of data necessary to a study of the Survey of the District. A second point of departure is the Survey of the District in the Survey of the District.

2. Establish the survey of the Survey of the District in the Survey of the District in the Survey of the District.

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Basic Considerations

1. In order to prepare a plan for a central business district in a given city, the following factors must be considered:

a. Past and future population, growth, and economic conditions and how they have affected and will affect the district.

b. The economic activities that have developed in the district and how they have affected the district. This study includes the following:

c. Section I

SOME BASIC CONSIDERATIONS FOR THE STUDY OF CENTRAL BUSINESS DISTRICTS

1. The central business district is the heart of the city and is the center of the city's economic life.

2. The central business district is the heart of the city and is the center of the city's economic life. It is the heart of the city's economic life and is the center of the city's economic life.

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SECTION 1
THE STATE OF TEXAS, COUNTY OF DALLAS, do hereby certify that the within and foregoing is a true and correct copy of the original as the same appears in the files of the County Clerk of said County.

Major Conclusions

1. In order to prepare a plan for a central business district in a purely objective manner, two major types of information must be obtained:
 - 1). Factual data on existing physical, social, and economic conditions and trends which have affected or will affect the district.
 - 2). The necessary criteria that would establish the most desirable role for the district. This would include data on standards.
2. Investigation of the numerous references listed in this report leads to the tentative conclusion that:
 - 1). The existing type of factual data referred to above is extremely limited.
 - 2). Criteria and standards referred to above apparently do not exist.
3. Much of the information to be desired can never be obtained. Gaps created by lack of factual material must be filled in with estimates. The problem of lack of adequate criteria and standards must be met with an analysis of available data, supplemented with "educated" assumptions.
4. Taking into consideration the above limitations, an adequate study of the Berkeley central business district will only be accomplished when there is a complete survey preliminary to the preparation of a Master Plan which will be integrated with the development of the Bay Area.
5. However, the collection and analysis of data pertaining specifically to the central business district should be initiated by the Berkeley Department of City Planning as soon as possible for two major reasons:
 - 1). Trend analysis can be accomplished only with the utilization of historical data.
 - 2). The importance that the central business district could have to Berkeley's economic and social functionings indicates that special attention be given this area.

THE THEORY OF CENTRAL BUSINESS DISTRICTS

Definition

It is quite probable that to the "average" American the term "central business district" invokes a generally uniform impression of department stores, office buildings and congested traffic, with variations only in size and coloring. This general impression is borne out by many writers examining various facets of urbanism who have offered definitions of the "central business district." In the main, these definitions seem to be governed by plebeian concepts or sociological terminology, or combinations thereof.

"The main business district is the functional center of the urban community—the focal point of the economic, political, and cultural activities of the city. Here are located the large department stores, the smart shops, skyscraper office buildings, large hotels, banks, and theaters. All the main arteries of travel and traffic converge in the loop." (1)

That the above definition is, apparently, the general consensus, can be seen from similar statements of economists, sociologists, and planners alike. Meritt and Broad outlines are replete with similar definitions only in detail. (2) The standardization of the term "central business district" has been reached with a degree of uniformity that City & Country (3) proudly displays in its paragraphs from The City, as their contribution to this nomenclature.

A criticism that might be made of this generally offered (and usually applicable) type of description is that, in most instances, no real attempt has been made to qualify the general assumption of an "average city." The normative model is not critically appraised as to size or ecology and one is left with the impression of some "average type" with a bias toward bigness.

Perhaps the most cautious definition of the central area of a city is that offered by Bartholomew (4), wherein the specific application is narrowed to (still widely disparate) cities with populations ranging from five to three hundred thousand. Of these twenty-two "more or less typical American cities of less than 300,000 population" (5), sixteen are regarded as "self-contained" and the remaining as "satellites." Unfortunately, the author does not describe the methods used in determining the status of the cities as to their particular category.

Some attempts have been made toward a more precise determination of "types" of cities, generally by sociologists. William F. Ogburn (6) offers seven types, viz: Trading Centers; Factory Towns; Transportation Centers; Mining Towns; Pleasure Resorts; Health Resorts; and College Towns. Only a superficial examination of the statistical methods employed in this study is necessary to arouse doubts as to its usefulness (7). Ogburn himself concludes that "the degree of specialization of cities is probably found to be less when measured than in the popular opinion of it... Many cities are quite mixed as to the features of specialization especially if they are large."

It would seem, therefore, that the definition of a particular central business district must be in more precise terms than "average" or "typical" and the usual appositions as to thoroughness considered. The departures from the average are sufficiently significant, both quantitatively and qualitatively, to warrant the study of the district on an individual basis.

Functions and Standards

From the definitions noted above, the functions of the central business district seem to be both public and private and the term is often used to mean a more general "central" district. A division of the functions of a central area into such classifications as: public, private, social, economic, etc., is somewhat arbitrary. A theater, e.g., can be either commercial, cultural, recreational, or all three, while a public office in the district could fulfill an economic as well as an administrative function. The areal limits of a central district sometimes include a civic center while in other cases these predominantly non-commercial functions are concentrated in a separate nucleus.

Just as the functions of a central business district are interlocked and intermingled, so are the basic points of departure that could be taken toward an analysis of the area. Using the usually accepted preliminary categories of "Basic Data," "Land Use," and "Transportation" as an example, one can gain an insight into the complexity of the problem of the investigation and the difficulty involved in just setting up the procedure for the analysis. How, for example, is one item of the basic data "Population" to be studied as it relates to land use and transportation? How far should the study of this one item be carried for a significant understanding of past, present, and future land uses as to type and intensity? Immediately the problem of real income must be faced if one is concerned with another important item in the basic data for a study of the central business district, i.e., "retail sales volume." This, in turn, leads to the necessary determination of the items "expenditure patterns" and "expenditure patterns by income groups" if only a preliminary estimate of future space allocations as to type and size of retail establishments is to be made. In turn, expenditure patterns as well as population directly impinge on transportation estimates for the area under study.

The area under study itself demands considerable analysis. How significant would a study of a central business district be without a simultaneous study of all the smaller commercial areas within the city? The determination of just what the functions of a central area should be, and their interrelations, requires an extensive and elaborate sociological and economic analysis of the area served by and serving this district. It is highly unlikely, in any instance, that this area will be that encompassed by the city limits.

Obviously, this seemingly endless series of questions must have an end if any action at all is contemplated. The limits of the statistical data required for a study over time of a central business district must be set, but what are the terms? There is the danger of both too much and too little.



as too little data, wherein the
the latter might result in

the statistical scope and analytical precision necessary for solution to the problems of a central business district must be determined by the problems themselves. But, here again, what are the problems involved? With the asking of this question the study of the functions of a central business district shades into, and becomes part of a determination of standards.

Studies of commercial land use have generally been made from two basically different points of view. The National Resources Committee describes these divergent opinions as those of the "de factoists" and the "quantitativeists" (8), the former maintaining that land use is a fact, and all its effects, is somehow all for the best, while the latter stresses the determination of some quanta of sufficiency for specific functions. Bartholomew in his classic study definitively rejects the fallacy of the "de factoist" position of tacitly accepting "normal" zoning for commercial uses as the criteria for proper requirements. In terms of "over zoning" and a criticism of real estate speculation he views the problems of commercial land use. He presents detailed studies of zoning from first of commercial use developed in the central and outlying business districts, and shows the superfluous standards of common zoning practice. He does not offer more specific standards for commercial use and states that his study "deals only with quantities of land absorbed for various purposes. The functional design of the various component parts will not be discussed." (9).

There has, apparently, been no detailed studies of land use in central business districts in other than generalized quantitative terms. For the most part the data for the central business district has been subsumed into citywide studies. (10)

Another approach to a quantitative study of the central business district has been through attempts to isolate the percent of retail sales by the major groups to the central area. Notable among these studies are those of the Department of Commerce for Baltimore (1929) and Philadelphia in 1935 (11). The usefulness of this type of study is limited in that, like the Bartholomew study of land use, it merely reflects prevailing practices and little qualitative analysis of the conditioning factors. Also, the cities are for the most part non-comparable and their setting in a broader areal economic context is not examined.

Studies of the demand structure for retail and office space are of limited value in the determination of standards as to location and size of these uses in the central business district. (12) Numbers of retail establishments as an index to a possible "average" must be examined with extreme caution as the mortality rate for small businesses has "varied from 200,000 to 150,000 establishments annually since 1900, while from 300,000 to 500,000 new business enterprises have been launched each year in the United States during the same period." (13) The same scrutiny must be given to figures relating to office space whereas in some cities there may be an acute shortage, the aggregate demand for such a facility for the entire country during the years 1930 to 1940 show that the supply

available was in excess to the extent of 22 to 27 percent. (14)

Although there is a paucity of particularized statistical data on the central business district, many studies of a more general economic character have been made on a city-wide or Metropolitan area basis. The value of such studies in the analysis of the function of central business districts would reside mainly in the population and income data (usually taken from U. S. Census figures) but the necessity for a more precise form for such data may be seen in the following example of an attempt at utilization by the National Committee on Housing. (15)

To measure the local purchasing power of a community, the total sales listed in the Census for retail trade, service establishments and amusements were tabulated by groups and per capita. The results furnish a means of comparing such national averages with state averages, then with county averages in several states, and finally with those of municipalities in various parts of the country. In this manner, it was felt that certain conclusions could be drawn, if constants could be found and variables account for.

However, the conclusions to be drawn indicate that there can be no overall yardstick which can be used to determine the space requirements for commercial facilities in any municipality. The size of a population, its income and even its spending average are not sufficient factors to state arbitrarily that a given sum must be spent in a given place. The U. S. Census records show that total sales expenditures in various towns of identical population and of similar purchasing power can vary as much as five to one. Sometimes it takes little research to find the reasons. For example Neptune, N. J., has a population of 10,207 and a total volume of retail trade amounting to \$2,616,000 or \$256 per capita; while Red Bank, N. J., with a population of 10,974 enjoys a retail trade volume of \$10,997,000 or \$1,002 per capita.

Investigation reveals that Neptune is actually a residential suburb of Asbury Park, N. J., while Red Bank is the center of a large trading area. Both communities are located in Monmouth County where the average per capita sales are \$446, compared with an average of \$179.89 for the state of New Jersey. The county average of \$446 is high because it includes the shore resort area, where a large number of transient consumers are not included in the population tabulated in the census.

Even with closer studies of population, wherein the local peculiarities as to background and trend are included, the methodology and assumptions must be critically examined and the conclusions accepted with caution. In December, 1939, the Division of Research and Statistics of the Federal Home Loan Bank Board reported (16) the following trend for the population of Los Angeles.

"It is therefore logical to assume that Los Angeles has reached its maturity and a declining rate of growth will ensue henceforward. . . ."

For a more reliable study of population (for small areas), the Department of Commerce has published an outline "Methods of Sampling of Small Areas" (17) prepared by R. C. Schmitt, Associate Planner, City Planning Commission of Seattle.

The study and analysis of commercial areas in this country (18), seems to be tending toward the treatment of outlying rather than central districts. Although dealing with sub-centers and oriented toward redevelopment, the reprint "Shopping Centers in Urban Development" by Lammiman (19) does a possible point of departure toward the collection of data and the formulation of standards for the more complex functions of the central business district.

An analysis of the central business district of Berkeley seems, at the outset, to present special problems. In view of the obvious subordination of this central district to other central districts in the San Francisco Bay Area, what are the problems involved in determining the status in the larger economic and social context of the Area. An initial difficulty is the lack of any really significant economic studies of the San Francisco Bay Area. In the absence of such a study what would be the procedure involved and the criteria used to determine the various "areas of influence" of the Berkeley Central business district. The three criteria used in the Master Plan of Cincinnati for defining the trade and service area dominated by that city are outlined in the Cincinnati Metropolitan Master Plan report, Economy of the Area (20). These criteria (population, circulation, charge accounts, and radio station listening) would serve as a very limited manner when applied to Berkeley. The major questions that must be answered (to varying degrees of detail) is determining just what the functions of the Berkeley central business district are and what they might be in the future are dealt with in the following section.

- (1) Schmid, Calvin, F., Social Saga of Two Cities, "An Ecological and Statistical Study of Social Trends in Minneapolis and St. Paul," The Minneapolis Council of Social Agencies: 1937, p. 37.
- (2) Urban Land Economics, N. Y.: 1949, p. 387.
 "...with few exceptions, the central retail shopping district is found at the very convergence of all transportation and traffic channels."
 Also typical in this vein are:
 Ratzel, F., Human Geography, N. Y.: 1904, p. 124.
 McKensie, R. D., The Concept of Dominance and World Organization, American Journal of Sociology, 33:30, July, 1927.
 1948, pp. 94-5. For a sociological shift of emphasis, see:

Gist, N. P., & Halbert, L. A., Urban Society, N. Y.: 1948, p. 109.
 "The central business zone is not only the principal location of certain types of economic and social organizations, particularly retail business and recreational organizations, but it is also the economic and political headquarters of the city. The headquarters area...serves the same function as does the office in the industrial plant: all the lines of control for all the other parts of the establishment and for its various activities intersect there, forming a strategic center of the web which unifies the rest of the city and binds the city to the hinterland."

also

McKenzie, R. D., "The Concept of Dominance and World Organization," American Journal of Sociology, 33:30, July, 1927.
 "The city's center or area of dominance is where intelligence is received and transmitted, where brains and ability concentrate, where the community is most alive."

Some typical descriptions offered planners:

Local Planning Administration, ICMA, Chicago: 1948, p. 207 ff.

"At the heart of the central business district, in the most convenient and strategic location, will be found the financial and administrative institutions....Retail stores normally capture the next most desirable sites....Theaters, hotels and other service groups normally cluster together on the outskirts of the retail shopping district....Executive houses group together outside the retail and theater districts. These kinds of wholesale enterprise find it very advantageous to be readily accessible to buyers from hotels and retail stores."

Our Cities, National Resources Committee, Washington: 1937, p. 6.

"It is in the center of the city that most of the white-collar inhabitants work. Here are the government administrative buildings, the offices of commercial and industrial firms and of the professional and technical services, the department stores and specialty shops, the transient hotels, the restaurants, and theaters. In fact, here

center all these activities that transcend the neighborhood and function for the city and its region as a whole."

Bartholomew, H., Urban Land Uses, Cambridge: 1932, p. 12.

- (2) "The term 'central business district' as used in this investigation is the area popularly referred to as the 'downtown business district.' It is a somewhat vague area with no definite boundaries. In current planning practice, it is generally understood to be that area containing high property values upon which the major portion of the city traffic is concentrated, and in this connection is sometimes referred to as the 'central traffic district.'"
- (3) Op. cit. Cf. pp. 4-8 of Our Cities with pp. 112-3 of Land Economics.
- (4) Op. cit.
- (5) Idem. p. 5.
- (6) Social Characteristics of Cities, 1928, Chicago: 1927, Ch. II.
- (7) As an example, the author states that an "average city" has 17 percent of its working population "busy in buying and selling." In his own study "any city with more than 20 percent in trade was chosen as a trading town." Of this group twenty-three cities were studied with an average population of 48,500. Thus the comparison is made between a control "average city" (computed from 33 cities all over the country, except the South, with populations ranging from 25 to 100 thousand, see Chapter VIII.) and a composite of twenty-three cities with an average population of 48,500. With this procedure, the homogeneity of the sampling universe in both cases seems hardly possible. The variable itself "buying & selling" or "trade" would probably be too general for significant statistical precision. After the selection of the seven "types" was established (with a population range of 13.7 to 49 thousand) an attempt was made to ward determining additional characteristics peculiar to each type. In the case of College Towns, for example, (20 cities, ave. pop. 15,700) the most striking characteristic emerged in the "high percentage of school attendance" followed by "numbered of widowed persons" the latter being 10 percent above average. The next most significant difference was in the "percent native white of native parentage." The usefulness of such data is quite limited when presented in these unqualified terms and the validity of the latter category itself is questionable when an examination of the twenty-six College Towns reveals that seven of them are located in the South, while the comparison is made with "Northern Average Cities."
- (8) Urban Planning and Land Policies, Vol. II, of the Supplementary Report of the Urbanism Committee, 1929, p. 261.
- (9) Urban Land Uses, pp. cit., p. 8.
- (10) See, e.g., Urban Planning, etc., op. cit., Part III, Appendix 2.

also are subject to the criticism that no qualitative analysis of global figures in terms of specific uses, local conditions, etc., has been attempted.

- (11) Reiph, I. K., "The Location Structure of Retail Trade," Domestic Commerce Series, No. 10, Bureau of Foreign and Domestic Commerce.
Intra-City Business Center Statistics for Philadelphia, Pennsylvania, Bureau of the Census.
- (12) For the many factors entering into the problem of "site-selection" for retail businesses see Urban Land Economics, op. cit., Chap. 5 "Demand for Nonresidential Space."
- (13) Senate Committee Print No. 13, Small Retailers Face the Air, Sept. 1942. Cited by National Committee on Housing, Planning Neighborhood Shopping Centers, N. Y.; 1945, p. 11.
- (14) Ratcliff, op. cit. p. 135.
- (15) Planning Neighborhood Shopping Centers, op. cit., p. 14.
- (16) Metropolitan Los Angeles, Summary of an Economic, Real Estate, and Mortgage Finance Survey, p. 2.
- (17) Office of Domestic Commerce, Business Information Services, May, 1950, 6 pps.
- (18) In Britain, the Ministry of Town and Country Planning has issued an Advisory Handbook on the Redevelopment of Central Areas, H.M.S.O., 1947. This excellent outline, adapted to American conditions, would be a valuable contribution to our planning literature, in the absence of something more suitable.
- (19) Reprinted from Land Economics, Vol. XXIV, No. 2, May, 1948.
- (20) City Planning Commission, 1946.
- (21) For the problems involved in the determination of such areas (in which case more applicable to industrial "loading areas") see Hoover, E.M., The Location of Economic Activity, N.Y.: 1948.



CONSIDERATIONS IN STUDYING THE CENTRAL DISTRICT

To properly study the central district of Berkeley requires a vast amount of information. The information must come from a wide variety of sources and must be organized in such a form that it will lend itself to a ready analysis of the factors involved and the complex inter-relationships existing. In the life of the community, we are interested in the cumulative effect of the forces rather than to any one in isolation. Policy, in outline form, are the chief topics that must be investigated if there is to be any major attempt at completeness of investigation. (A further development of this outline is to be found in Appendix A.)

The population of Berkeley:

1. An examination of its growth in numbers.
2. An analysis of its age characteristics.
3. A study of the distribution of the population by sex, ethnic group, and income level.
4. What is the source and character of the income received?
5. An analysis of the savings pattern and resources.
6. An analysis of individual debt is necessary.
7. The nature of home tenure must be investigated.
8. The relationship of the population to their work places.
9. The expenditure pattern must be traced and predicted for the future.
10. What sort of city do the inhabitants desire?
11. Do people have an attitude toward the central area, and if so, what is it?

The shopping characteristics of the general population:

1. A study of the age and sex distribution of the shoppers.
2. An examination of the income received and spent by the shoppers.
3. The determination of the shopping centers used.
4. A study of how the shoppers get to the centers.
5. An analysis of the expenditure pattern in the shopping centers.
6. The customer's own explanation of his present shopping pattern.
7. Finding out what other patterns accompany shopping.

The labor force:

1. A study of the changes that have taken place and that are likely to occur in the future.
2. A determination of where the resident labor force finds employment.
3. A study of their travel to and from work.
4. The relationships between working and shopping centers.

The physical city:

1. A complete and detailed land use study must be made for the entire city.
2. There must be a complete study of the transportation system.

Land use in the central area:

1. An analysis must be made of land use.
2. The effect of the street pattern must be studied.
3. Any restricting influences not included above must be determined.
4. A study of the buildings and their rents must be made in terms of the area.

Transportation factors immediately affecting the central area:

1. What type of transportation do people use and how does it affect where they shop?
2. What has been the role of the Key System in developing the central area?
3. The plans of the Key System must be ascertained.
4. Do the city officials have a transit policy?

The University as an influence:

1. A study of the land the University owns and that it will require.
2. An analysis of its building program.
3. A study of the relationship between the University and the economic base of the community.
4. A study of the effect of the liquor law and the University's attitude in the matter.

The role of the city officials

1. Their concept of what they want the city to be.
2. What is the nature of their attitude toward planning?
3. An evaluation of their attitude and plans for transportation.
4. Determination of the relationship between their program for the city and the needs of the industrial community.
5. Their opinion regarding the central area.
6. Their attitudes toward the merchants.
7. Do they have a comprehensive plan for the protection of property owners and users?
8. How will they integrate private and public facilities?

The Merchants in the Central Area

1. Determination of the relations existing between the merchants.
2. Analysis of the financial status of the area.
3. Their attitude toward the community.



SECTION II

EXISTING PHYSICAL CONDITIONS OF
THE BERKELEY CENTRAL BUSINESS DISTRICT

DEFINING AND DESCRIBING THE BERKELEY CENTRAL BUSINESS DISTRICT BY ITS PRESENT PHYSICAL CONDITIONS

The overwhelming number and scope of considerations involved in studying Berkeley's central business district and planning for its future present a tremendous problem. Obviously, planning facilities cannot wait for a thorough research program covering all considerations which have been listed. Indeed, many historical facts to be desired can never be obtained. Such facts pertain to physical conditions within the area as well as to social and economic forces affecting the area.

It is important to note that a study of physical conditions alone will not provide a complete understanding of an area. However, the survey of existing physical conditions within the study area is a necessary approach to a comprehensive study of all factors involved.

In proceeding to a detailed study of existing physical conditions in the area, important considerations will involve obtaining the following data on land use and transportation:

A. Land Use

1. Block and lot boundaries.
2. Frontage of structure
3. Depth of structure
4. Height of structure and number of stories
5. Floor area
6. Condition of structure
 - a. Age
 - b. Type of construction
 - c. Appearance
7. Existing uses
 - a. Major use
 - b. Incidental uses
 - 1) Parking
 - 2) Loading area

B. Transportation Facilities

1. Streets

- a. Pattern
- b. Widths
- c. Traffic controls
 - 1) Signals
 - 2) Stop signs
 - 3) No left turns
 - 4) One way streets
 - 5) Prohibited parking
- d. Lighting

2. Parking

- a. Curb spaces
 - 1) Meter locations
 - a) Rates



- b) Time limits
 - 2) Loading zones
 - 3) No parking zones
 - 4) Time limitations
 - 5) Other use limitations
 - b. Off-street spaces
 - 1) Public
 - 2) Private
 - 3) Rates
- 3. Public transit
 - a. Type of facility (bus, train, taxi)
 - 1) Route
 - 2) Stations
 - 3) Terminals
 - 4. Pedestrian facilities
 - a. Sidewalks
 - 1) Width
 - 2) Condition
 - b. Crosswalks
 - 1) Safety provisions

In addition to the above data, certain other information closely related to physical conditions in a central district will include:

- A. Under land use
 - 1. Number of employees
 - 2. Land ownership
 - 3. Proprietorship
 - 4. Assessed valuation
 - 5. Volume of sales
- B. Volume of transportation, recorded by mode of transportation, monthly, daily, and hourly.
 - 1. Volume counts
 - 2. Cordon counts
 - 3. Origin, destination study
 - 4. Speed and delay studies
 - 5. Parking volume and rate of turnover

Most of the data outlined above will have to be obtained by field survey. For an indication of existing data, reference should be made to the local sources listed in Section III. For the collection of accurate data on such items as volume of sales by establishment and number of employees the only recourse would appear to be securing the cooperation of local merchants, preceded by a necessary educational campaign.



Survey of Land Use and Transportation

While it is important to consider all aspects of the physical conditions within the area, time limitations demanded that only a few be selected for an initial detailed survey. These included existing land use, the number of floors in each building, and the front footage for each use category. Within the limitations of time, some data has also been obtained on public transit facilities.

Procedure

Initially it was necessary to establish somewhat arbitrary boundary lines for the area under study. A cursory survey of the general area indicated a heterogeneous mixture of uses. Shattuck Avenue is lined with the major concentration of commercial use, extending from University Avenue south to Durant, where a change in use character was apparent. Commercial and some light industrial activities spread east and west of Shattuck. The City Hall, located on Grove Street, although somewhat detached from the apparent center of activity, was deemed close enough in physical terms to be incorporated into the area. Also included was the Berkeley High School because of the importance of the new auditorium, classrooms and workshops to the community. The Campus of the University of California, which extends to Oxford Street, established a distinct eastern boundary to the area.

The land use data were obtained by a field survey of the area. Base maps of one inch to fifty feet were utilized for recording each use by number. On field survey data sheets corresponding numbers were recorded, along with the specific use or uses, front footage, and number of stories.

The next step involved the establishing of categories and graphic symbols that could be utilized in presenting the material on a base map of one foot to a hundred feet scale. Because the resulting map was intended primarily for further study and analysis it was determined that as many uses as could be indicated as possible without having a picture of utter confusion.

Five major groupings were established: retail business, commercial services, residential, public and quasi-public, and industrial. Warm colors were used for the commercial services and retail business categories, with the latter group being dotted in order to provide a distinct representation. Residential uses were colored in yellow and greens; public and quasi-public in blues; and industrial in greys. In addition, special symbols were used to indicate the number of stories for all but private residential use, open lot uses, billboards, parking lots and vacant properties. Major public and quasi-public uses were further defined by name.

Where possible, uses were grouped under the major categories according to the assumed intensity of use, and in the case of residential, according to density. The complete list of classifications is given on the following page:



Commercial Service

1. Theaters and Auditorium
2. Banks and professional offices
3. Food serving - all types, fountains, cafes, cafeteria
4. Gas Stations
5. Parking lots, by commercial and private
6. Bill Boards
7. Other Commercial Service - Includes cleaning agency, shoe repair, barber, beauty salon, ticket agency, etc.

Retail Business

1. Department, variety, drug store
2. Retail clothing
3. Retail food
4. Furniture and household appliances
5. Automotive sales, automobile parts, supplies
6. Other Retail Business - florist, paints, records, stationery, books, tobacco, office equipment, hardware, fabrics, sporting goods, leather goods, etc.

Residential

1. Hotels
2. High density - motels, 6 family or more apartments, 2 or more story rooming house
3. Medium density - 3 to 5 families
4. Low density - single family & duplex

Public and Quasi Public

1. Governmental and public service offices (with Name).
2. Schools, churches, parks (with name or symbol).
3. Fraternal and group activity organizations.

Industrial

1. Printing and lithography - the large number of such establishments warranted special classification
2. Other light industries - auto repair, sign painting, glass products, radio repair, warehouse, laundry plant, contractor's storage yard, silver plating, etc.

The detailed land use map has been the major graphic presentation prepared by the group. Reference to the preceding list of data important to a study of existing physical conditions indicates that much more information on uses is to be desired.

A map indicating major characteristics has been based largely on an analysis of the land use map plus observations on the major aspects of physical appearance. The purpose of this map is to provide a graphic summary of generalized land use and qualitative impressions. These factors are important in understanding some of the distinctive characteristics that sets Berkeley apart from other communities. With further analysis of social and economic forces, some determination of those characteristics which should be either encouraged or discouraged can be made.

Other graphic material which has been prepared is a generalized land use map of the Bay Area, and two maps of the area within and surrounding the Berkeley central district: a generalized land use map, and a map showing existing zoning districts.

The generalized land use map of the area within and surrounding the Berkeley central district is based upon a recent map prepared by the Berkeley Department of City Planning. It has been included in the graphic series to point out the strip development extending from the central district north and south on Shattuck and west on University. Another major consideration indicated is the extent of the commercial district south of the campus on Telegraph. The zoning map gives some indication of the general type of development that may be expected until such time as major zoning revisions may be undertaken. The Bay Area map presents a general picture of land use relationships existing throughout the area.

Another map which has been prepared for future analysis is that of transportation characteristics within the area. Again, this is only a partial presentation of the data required for a thorough analysis.

ANALYSIS OF EXISTING PHYSICAL CONDITIONS

The District as a Whole

An over-all view of the area selected for study shows a fairly compact but heterogeneous grouping of structures interspersed by open spaces, particularly along the eastern and western edges, created by such uses as parking lots, gas stations, used car lots, storage yards, and the Civic Center. The two widest streets run perpendicular to each other, University Avenue defining a northern boundary to major activity, and Shattuck Avenue cutting southward through the section of most intensified commercial use. Strip development of seemingly lesser importance extends beyond the area contained on University Avenue and north and south on Shattuck.

The University Campus creates a distinct barrier to any eastward development. The western edge included in the area also presents some limiting aspects to future development in the form of the high school facilities, the large civic, quasi-public and public structures, and the group of light industrial uses along Center and Allston Streets. The remainder of uses surrounding the area are residential in character.

Shattuck Avenue

Shattuck Avenue stands out as the apparent core of the Central District, as indicated by the predominance of retail business and service activities along its length. Their heaviest concentration is between University Avenue and Kittredge. Within this section is found Berkeley's tallest building, the main hotel and largest department stores. There are few low story buildings. Retail business predominates, with a few public and quasi-public uses located on upper floors.

Within the area, the northern part of Shattuck is split by two small blocks of structures which actually create two one-way streets, as well as a poor intersection at University Avenue. This intersection is also the point of convergence of six different bus lines serving Berkeley. Here, too, is a major station stop for the Key System's F train which provides inter-urban service to San Francisco. In addition, the Greyhound Bus Lines ticket office and station stop is located here.

One of the most impressive looking sections along Shattuck Avenue is actually located in and beyond the southern extremity of the major concentration of commercial uses. This is the three block grouping of buildings on the west side of Shattuck between Luxant Avenue and Allston Way. The uniformity of the comparatively tall facades give an appearance of massive importance usually associated with a central business district. In this group is located one of Berkeley's comparatively large hotels and largest department store in the same building. The main first-run theater and the main library are also located within this group. The southernmost block of this group contains a four story apartment building extending its whole length. On the ground floor are located such heterogeneous commercial uses as a drug store, market, furniture store, curtain

stores, cleaners, and surplus stores.

Facing this group of structures on the east side of Shattuck are found mostly specialty and apparel shops, other small retail businesses, cafes, apartment hotels, and hotels. The type of structure and heights are quite heterogeneous and give the impression of being of lesser importance when compared with the structures opposite.

Retail Business

Retail business establishments were found mainly along University Avenue from Milvia to Oxford and on Shattuck from University frame to Kitteridge. There were other smaller sections of retail business throughout the area but nothing that could be considered as a pattern except perhaps the spreading tendency on side streets off of Shattuck. Near the edge of the survey area, along University Avenue and Shattuck, retail business tends to string out in a broken ribbon development.

Commercial Services

Commercial Services apparently have no particular concentration but are scattered throughout the retail sections. The largest proportion is found near the intersection of Center and Shattuck and consists mainly of banks, real estate and professional offices.

Industrial Uses

The most distinctive grouping is of the Industrial Uses. A very definite area of industry was found along Center between Milvia and Shattuck and along Addison between Grove and Shattuck. Also located within this area were most of the parking lots, both commercial and private, which serve the business district. Printing was found along Center Street primarily west of Shattuck but also at Oxford and Center and on Addison between Shattuck and Oxford. Other industrial uses are scattered along the edges of the survey area except to the west.

Public and Quasi-Public Uses

Civic and some other governmental buildings (the City Hall, Civic Center, Veteran's Memorial Building, Farm Credit Building, High School and Auditorium) are grouped somewhat apart from the business section of the central district - separated from it by the light industrial section on Center and Addison.

The new High School Auditorium serves as a community theater and has the largest seating capacity of any similar facility within the Bay Area. It is the nearest form of cultural entertainment facilities furnished to the local citizens. The High School also serves adult groups in providing avocational activities in the evenings. Other public uses are scattered throughout the central area but mostly in the southern portion.

Residential Uses

Residential uses are primarily along the fringe areas of the central

character of the reception of the hotels which are located on Shattuck and University streets. There is only one chief hotel in the area, the Hotel Berkeley, which are of the apartment type catering to poorer and more transient guests.

Other Factors

Other land use conditions that may be noted are the numerous service stations that have located along Oxford, Fulton and Wilbur streets; the few recent structures found within the intensive central area; further, within the intensive central area there are few buildings of only one story. Most buildings are two or three stories high with a few scattered ones that tower six or more stories above all others. The twelve story American Trust building is the tallest within Berkeley.

SECTION III

A LIST OF AVAILABLE SOURCES



SOURCES BY AGENCY

National - Public

Department of Commerce
Bureau of the Census

- N-1 Small Area Data Book, to be released in Fall of 1950 (possibly later). Will review and consolidate the States Supplement and the County Data Book Supplement to the Statistical Abstract of the U. S. Should prove to be an excellent source for many series. Will probably not go back past thirties.
- N-2 1948 Census of Business.
Will have information on counties and cities of more than 2500 pop. Releases are coming out now with the complete work scheduled for later this year. Should be quite good.
- N-3 State and Local Government Studies - Annual Review of Expenditures and debt statistics for 395 cities over 25,000 pop.
Latest issue - Compilation of City Government Finances in 1948. 91 pages. G-SF49-no. 3. Order no. 5030-38, 40¢. Quite detailed.
- N-4 Census of Manufacturers
Especially: Series MC 100 - 2 Principal industrial Cities
MC 100 - 3 Standard Metropolitan Areas
MC - 09 Survey Statistics by major industrial groups
MC - 549 California, Summary Statistics for selected local areas
MC - 104 California, Detailed statistics on employment, pay rolls, value added by manufacturers and expenditures for plant and equipment.
Should be valuable, not examined.
- N-5 1949 Survey of Manufacturers.
Reports are starting to come out. Must wait on releases for pertinent material.
- N-6 Census Publications, 1949. Annual, lith in series. Catalog and Subject guide. Order no. 5040-11, Single copy 45¢.
In section 7-1, Misc., mentions an article by a staff member titled, Marketing Implications of the Population and Housing Census. Valuable.
- N-7 Statistical Abstract of the United States, 1949. Yearly.
p. 56 - Berkeley pop. 1890-1940
p. 417 Gives sources on Rank Statistics - recommending the FHC series from June 30, 1947 as most complete.
p. 837-839 summarizes housing characteristics for the SF-Oakland region.
p. 893 discusses current statistics on personal and business services recommending three in particular:
1. Howath Hotel Acct.
2. Printers Ink
3. National Advertiser Service



In addition, the Statistics of Income, issued by the Bureau of Internal Revenue, and the Survey of current Business are also recommended.

For manufacturers the Facts for Industry series is listed - using this might be difficult and lengthy.

Valuable but handicapped by few breakdowns to size of Berkeley. Most figures on state, county, or larger city size.

N-8 City Data Book, Supplement to the Statistical Abstract of the U. S., 1944.

Data from various sources on each of the 397 largest cities of the U. S. 79 items. Especially valuable is Table 4 which lists information (for cities of 25,000 pop.) under such major headings as: Area, population, voters, climate, housing, permits for new residential permits, hotels, vital statistics, labor force by industry, man. establishments, retail and service establishments and information on city government financing and employment.

Series G-1, out of print, available at libraries.

EXTREMELY VALUABLE, but limited series, needs later figures - see new schedule for small area handbook.

N-9 County Data Book, 1947

Has 91 items including figures on population, education, working men, housing, manufacturing establishments, retail establishments, etc. This information is by area and county.

By Industrial counties and Met. areas, have information on Man. establishments, Mineral industries, retail establishments, etc.

Valuable for county and area figures, but figures in different years are from many different years.

N-10 Retail Trade in Metropolitan Areas - 1946 Census of the U. S.

Ranks Berkeley by population and retail sales with other cities in the U. S. Gives figures on active number of unincorporated businesses, average number of employees per year, and total pay roll in the district. Besides figures for the area as a whole, shows comparisons of 11 other urban areas in the district with more than 2500 pop.

Information given on stores and sales by major business groups, and by five separate kinds of business. Some information is withheld for Berkeley to prevent "disclosure."

Quite valuable because of extent of breakdown.

N-11 Consumer Market Data Handbook, 1939 edition, by counties and cities. Quite detailed figures on a variety of subjects under five broad classifications:

Population and dwellings

Volume and type of business and industry

Employment and payrolls

Retail distribution by kinds of business

Related indicators of consumer purchasing power.

Extremely Valuable. Only one of "series" so far. Small area data book coming out soon will bring up to date (figures from thirties).

N-12 Industrial Market Data Handbook of the United States, 1939

Most statistics by states and counties in reference to manufacturing.

sales, etc. Especially good is Table 2 containing information on Manufacturing Industries, summary figures for all cities of more than 10,000 population by geographic division and state. Most figures from 1935.
Valuable.

- N-13 Census Bureau Publications on Governments.
Describes each report in the various current series.
Valuable.

- N-14 Director of the Census, Washington, D. C.
Requests for unpublished statistics will receive a prompt reply which will include an estimate of the cost of preparing the data.
MOST VALUABLE. Probably the cheapest means of obtaining census information. Gives available more detailed information on particular areas than would ever be published. Highly to be recommended.

- N-15 Department of Commerce
Business Service Check List
Weekly. Lists material published by the Department of Commerce in last seven days. \$1.00/year domestic.
Extremely valuable.

- N-16 Community Development, Basic Information Sources. April, 1949.
Source material on making community surveys, expansion of trade and industry, plant location, and planning and zoning. Broken down by:
Government publications, of all levels
Non-governmental publications
Periodicals, Newsletters, bibliography
Organizations
Excellent!

- N-17 Projects and Publications of Interest to planning and development agencies
Irreg. publication, from Business Information Service
Contains current information available or being worked upon in large variety of sources and fields. Gives sources for reported developments and studies.
Excellent. A must. All should be consulted.

- N-18 Business Review (of Northern California - Nevada). Quarterly
Summarizes retail trade, construction, income, etc., on regional or Northern California, Nevada basis.

- N-19 Federal Reserve Bank
The nearest bank located in San Francisco has a wide variety of statistics on industrial production, building activity, factory employment and payrolls. The Federal Reserve Bulletin contains similar information. Most published figures are very general.

- N-20 U.S. National Resources Committee
Classified guide to material in Library of Congress on Urban Commercial Development. 102 pp. Mimeographed. March, 1936.
Valuable, but slightly outdated.

U.S. National Resources Planning Board
Federal Aids to Local Planning, June 1940

Slightly out of date with demise of agency but still valuable. Ties up various departments of the federal government, e.g., Interior, Labor, Independent Offices, etc. Gives a general picture of general functions of agency, and detailed account of activities relating most directly to local government and planning as well as descriptions of local planning data available.

Excellent.

National - Private

N-22 Government Statistics Bureau, Washington, D. C.

Handbook of Basic Economic Statistics, 1947

A manual of basic economic data on industry, commerce, labor, and agriculture in the U.S.. Extensive section on all phases, although some figures are global. Figures include most of 1946.

Extremely valuable for nationwide figures as well as providing information on what series may be useful in particular studies. Supplements are available that will complete the information through 1947.

N-23 This service can supply additional and more detailed series upon request and payment.
Valuable service.

N-24 Wilsey and Sons

Government Statistics for Business Men, Farmer, F.M. and Investor, 1946, \$5.00

Detailed chapters on the statistical information available from the Federal government. Includes some evaluation, explanation and pertinent factors including trends, changes, examples, lists of items, etc.. Headings for information are:

- National Income and other business indicators
- Manufacturing
- Mineral Statistics
- Agriculture
- Wholesale, Retail, and Service Trades
- International Trade and Payments
- Transportation and other public utilities
- Accounting Statistics
- Money, Credit and Banking
- Prices
- Population
- Housing and Construction
- Labor

In addition, there is a selected list of publications and authors.
Extremely valuable. Quite complete for its date.

N-25 Rand McNally Company

Rand McNally Commercial Atlas, 1949, 80th Edition

Gives retail sales and kinds of stores by county. Market analysis and the population, agriculture, and industry figures by county. For Berkeley the following information is given:

Principal manufacturers



Marketing information
Retail outlets and sales
Telephone
Wired houses

Information of value but the source for much of it is the local Chamber of Commerce.

N-26 Editor and Publisher Magazine

Editor and Publisher 1950 Marketing Guide

Miscellaneous information often asked for by advertisers, including information on population, banks, trading areas, etc.. 1949 figures with some 1949 estimates.

Doubtful source for current statistics. Appears to be extremely liberal in all estimates made by local newspaper.

N-27 Hearst Publications

Sales Operating in the Northern California Market, San Francisco Inner, 1947

Contains fairly detailed information on major market areas in the Northern California area. Street maps of the areas reported. Information is given on streets, shopping center locations, transportation lines, descriptive lines, and proposed major improvements. In addition, there is information on population, business, homes, and the distribution of retail outlets by major types. Berkeley is treated in two sales divisions, numbers 47 and 48.

Extremely valuable!

N-28 Sales Management

The May issue of this magazine is a special survey of Buying Power which gives the approximate buying power of communities. The sources are secondary ones.
Generally not too reliable.

J. Walter Thompson and Company

N-29 Population and its Distribution, every ten years.

A breakdown, by cities, according to trading areas served, number of income tax returns, etc.

Not examined

N-30 This company also conduct private surveys but doesn't usually issue public information.

Should be accurate surveys.

N-31 Business Review

Summaries of general business conditions in or fifty California cities, among others.

Not examined

Dun and Bradstreet

N-32 Municipal Credit Survey

N-33 Research and Statistical Surveys

Operating costs of principal divisions of retail trade according to the size and location of various businesses, and the population of trading areas. Coverage is on a national basis, dealing mainly with metropolitan areas.

Not examined.

R. L. Polk and Company

N-34 Polk's National Business Census

Detailed account of business establishments operating in the U.S. A separate report for each city and town of more than 650 population, with summaries by counties, cities, states, and nationally. Information is given on manufacturers, wholesalers, government offices, etc.

Not examined.

N-35 Market Research of Consumers

Detailed census by families and neighborhoods. Shows relative buying power, ethnic and sex composition, types and age of residence, and economic characteristics of readers of magazines and newspapers.

Not examined.

N-36 City Directory

Contains information on business concerns and private citizens, buyers guide, population characteristics, assessments, industry, etc.

Not examined.

Source Guides

Available at libraries:

Public Affairs Information Service

Reader's Guide

Industrial Arts Index



State - Public

S-1 State Board of Equalization.

This board is the major tax administering agency in California. Published data is largely by county, with some city figures. Arrangements can be made for obtaining detailed data if city assumes expenses involved in tabulation work. Published material still available may be obtained from the Sacramento office. Mailing lists are maintained

S-2 Annual and Biennial Reports, published since 1900. Detailed statements of counties' expenditures and statistical data on tax administering. Most data by county. Equalized assessed valuation of state and locally assessed tangible property subject to taxation by incorporated cities and towns, and ratios at which state-assessed property was equalized is shown by city. Also shown by city are the alcoholic beverage license fees distributed to cities and counties.

Valuable in that city data is obtained over a long period but interpretation should probably be exercised by review of tax legislation.

S-3 City Sales Taxes in California.

Published March 1948. Includes data obtained from questionnaire survey on local collections. Supplemented by More City Sales Taxes published March, 1949, which carries revised information on effective dates, tax rates, and sellers permit fees by city; and collections by city. The first report contains data on per capita annual yield, property tax rate equivalents, comparison of municipal and state bases by city, with evaluation of data.

Valuable - one of the few sources for data which establishes some relationships between Berkeley, other cities and areas.

S-4 Trade Outlets and Taxable Retail Sales in California.

A quarterly report beginning in 1945. Data on number of outlets, taxable sales, by type of business and by county. Uses of data suggested in reports. Important in analyzing Bay Area economic activity. Past issues available on request.

S-5 Taxable Sales and Amount of Self-Assessed Retail Sales and Use Taxes, by County. Series of quarterly and annual summary sheets with various previous titles beginning in 1935. Lists taxable sales by county. Available on request.

California State Controller

Statistical data collected and published by the Controller. Covers details of state, county, and municipal finance, tax rates, receipts, expenditures.



S-6 Annual Report of Financial Transactions of Municipalities and Counties of California.

Contains information on assessed valuation, receipts, payments, bonded debt for cities by total yearly figures. Detailed reports of city receipts according to source, payments, property owned, by municipalities. County data also tabulated. Available on request.
Valuable information.

California Department of Employment

S-7 Local Labor Market Bulletin

Obtainable from Berkeley Office. Reports data and estimates on number of applicants and placements, employment conditions by selected trade, labor market outlook, unemployment insurance claims by Alameda County, with many (partial) information on the San Francisco Bay Area.

S-8 Activities of the Berkeley Office.

Monthly report on personal contacts, applications taken and on file, referrals, placements, openings received by Berkeley Office's administrative area. This area covers Berkeley, Albany, Lafayette, Larkspur, Novato. Placements by major occupational groups for Berkeley-Albany, by sex.

Valuable information in both of the above reports which must be interpreted in the light of unemployment legislation.

S-9 Employment Tabulation Report.

Confidential bi-monthly report prepared beginning in 1945 by local offices in accordance with instructions from San Francisco office. Possible to make arrangements for receiving copies. Data recorded by name of establishment, and covers current employment by sex, previous months' employment, estimates for near future, comments on activity. Covers major firms only, and may vary. Information obtained by field and phone interviews.

Very specific information on employment, but limited in coverage.

S-10 Basic Economic Data Report

Annual report to San Francisco office on estimated employment by major industries and trade for Berkeley Office area. Includes estimates for the month of September, seasonal high and low figures, average entry wage, and average weekly hours. Reports could probably be made available to the city. Estimates are probably as reliable as any that could be obtained. Office would be reluctant to break down by smaller areas.

Could be used only as a general indication.



Not investigated: the possible value of the various offices that might be available from the various state and federal agencies. Monthly Report of Activities to the various state and federal agencies and statewide figures.

California Department of Industrial Relations
Division of Labor Statistics and Research

This division has a specialized and extensive library on labor statistics which is primarily for the use of its employees.

S-11 California Labor Statistics Bulletin.

Monthly bulletin containing estimates on employment by industry and trade for state, and industrial areas of Los Angeles and San Francisco (5 counties). Employment series by selected counties are also maintained but not published. Estimates on employment, payroll, and hours are made in conjunction with work of the U. S. Bureau of Labor Statistics.

State - Private

California Taxpayers Association

Comprehensive surveys are conducted by this organization on functional and unit operations of communities, their primary purpose being to reduce taxation through government efficiency. Some studies are published; others are on file.

- S-12 The Tax Digest. A monthly publication devoted to taxation problems in California and the Nation. \$2.00 a year. Contains population estimates for selected years from 1941 through 1949, by county. Statistics on all phases of state and local government. Mostly county data. Population estimates widely used. Valuable information occasionally.

State Chamber of Commerce

The major objective of this organization is the promotion of development and conservation of the states economic resources and the solution of its economic problems. Compiles data from various national and state agencies.

S-13 Economic Survey Series

Published for fiscal years. One page reports on such subjects as population, trade, and employment trends, incomes, construction, annual bank debits, number of telephones, etc. Data either by region, state, county, or municipality.

Brief statements on use of data. Valuable and convenient tabulations.

S-14 California Magazine of the Pacific.

Magazine and bulletin published monthly under various titles since 1922. \$2.00 per year. Contains economic data (current business statistics and index numbers), on statewide and regional basis. Summarizes activities and program of Research Department.

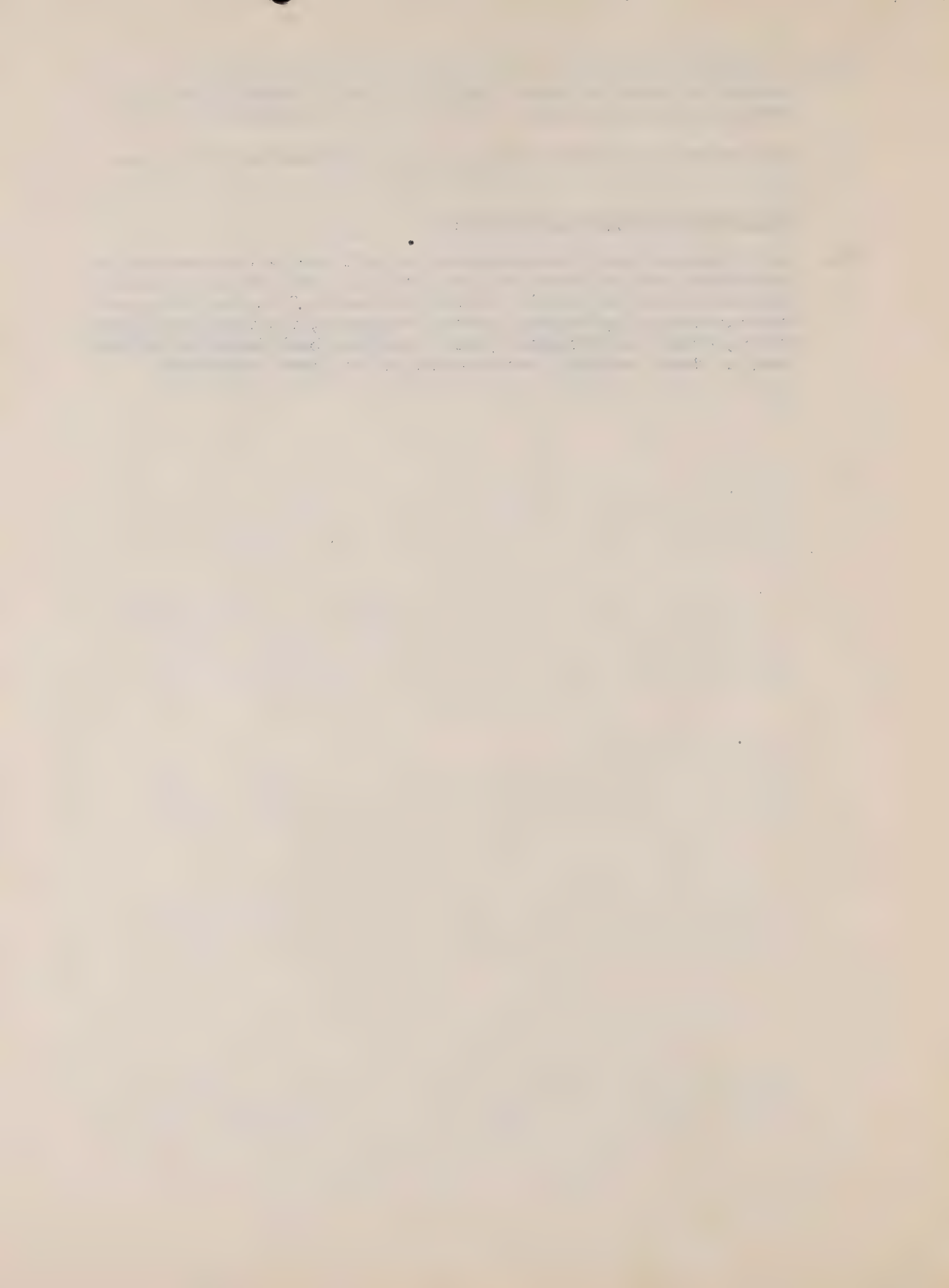
Good reference, but little pertinent statistical data.

Handbook of Economic Data Pertaining to California, 1941.
Sections on state and local government sources, federal government
sources, commercial sources, index and list of publications.

Good reference on lesser known sources. Some material out of date.

California Real Estate Association

- S-16 The California Real Estate Magazine is published by this association. Statistical data on cities and counties are contained in the issues, which is called the "Growth and Progress Number." A compilation of data concerning population, assessed valuation, tax rate, registered voters, bonded indebtedness, postal receipts, bank deposits, building permits, deeds recorded, and a summary of business conditions.



Local Sources

City Hall Records (other than Planning Department)

Assessor's Office:

The tax roll books will give assessments for each parcel or lot of property taxed both as to land and improvements. These books do not reveal the number or type of establishments within a larger ownership of property that is taxed as a unit. Unless the owner of individual establishments has listed the name of his business, as the taxpayer, even individually owned businesses will not be known as to type.

Personal property inventories would reveal the nature of each business but these records are required by law to be burned. The Assessor's Office states that these records are held from two to three years before being destroyed. By minutely checking all the notations on the Assessor's maps it would be possible to trace most subdivision of property but these notes are not maintained in a consistent manner. Present ownership is, of course, noted and through detailed checking of property transfers the major changes in ownership can be plotted. Delinquent taxes and forced sales over time can be traced for the area under study. Separate folders are kept showing the type of improvement on the property with space data as to number of square feet, the age and type of construction, but this applies only to the whole improvement not to individual establishments within the structure.

License Collector:

The Berkeley Business License Ordinance (No. 2805 n.s.) of July 1, 1947, defines in Section 1.3-7 a business as "Professions, trades, and occupations and all and every kind of calling or enterprise carried on for profit or livelihood." Section 2.1 defines the contents of the license as follows:

- (a) The name of the person to whom the license is issued.
- (b) The kind or kinds of business licensed thereby.
- (c) The location of such business.
- (d) The date of the expiration of such license.
- (e) Such other information as the License Collector shall determine.

The availability of the above information and "such other information" which includes number of employees, is subject to restrictions imposed by Section 3.7 which concludes

"Unless in compliance with judicial order, or as may be required for the proper administration of this Ordinance, the License Collector, his agents, and employees shall not divulge facts or information obtained in the administration hereof."

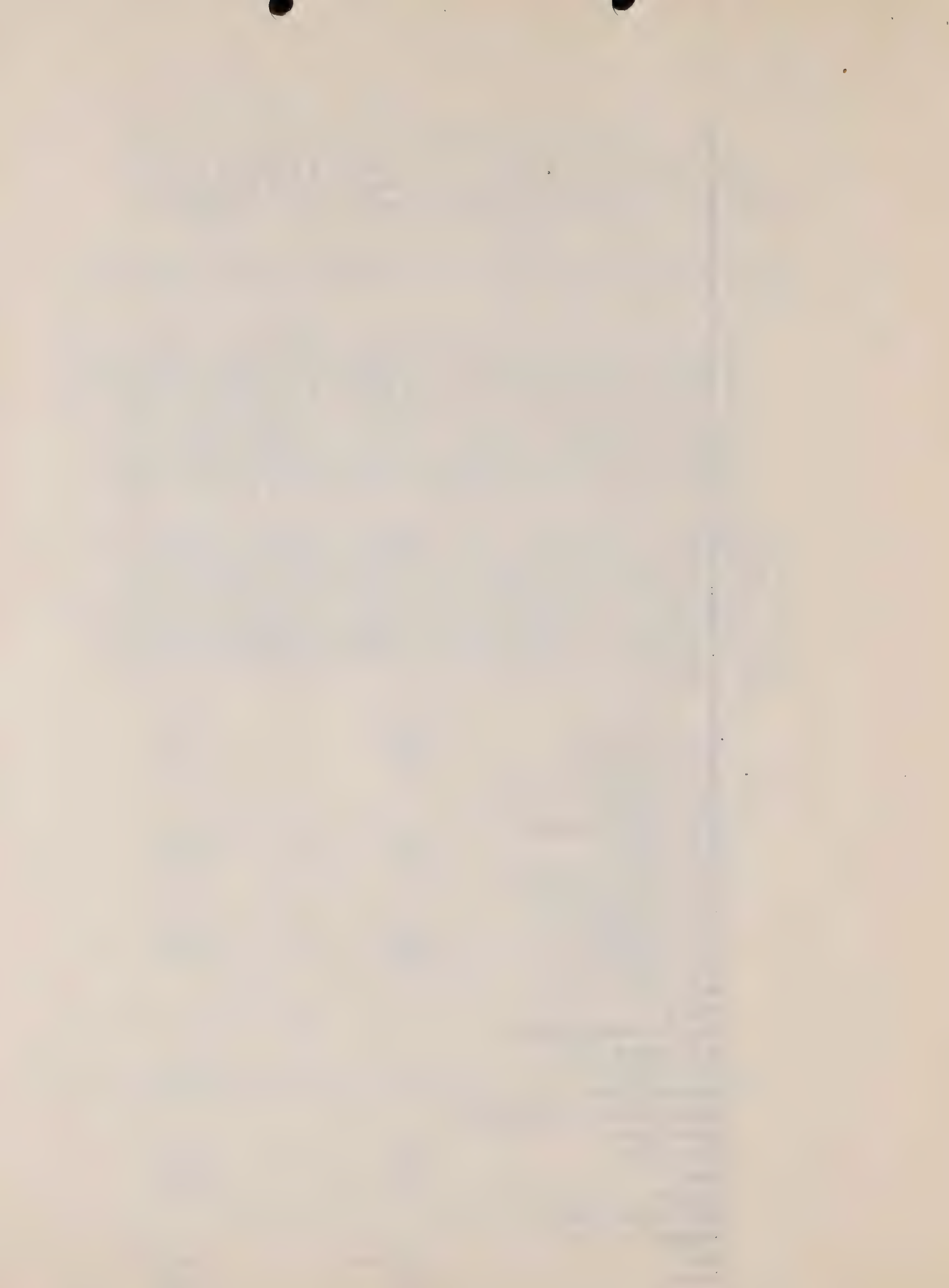
"... a tax is hereby imposed upon all retailers at the rate of one half of one percent (1/2 %) of the gross receipts of any retailer from the sale of all tangible personal property sold at retail in the City of Berkeley ... for the privilege of using or other wise consuming in the City of Berkeley tangible personal property purchased from any retailer. ..."

The availability of this information is subject to the restriction of Section 22 which concludes

"However, the City Manager may authorize examination of the returns by Federal or State officers or employees, or by the tax officers of this or any other city. ... It shall be unlawful for any officer or employee of the City of Berkeley, having an administrative duty under this Ordinance, to make known in any manner whatever the business affairs, operations or information obtained by an investigation of records and equipment of any retailer or any other person visited or examined in the discharge of official duty, etc."

In addition to the business license certain regulatory licenses have existed for varying periods. An investigation of the records pertaining to these licenses in the city Clerk's Office would reveal the types and locations of establishments covered by the particular Ordinance. The following list includes only those licenses pertinent to the Central area of Berkeley. In many cases the present Ordinance represents a revision of previous Ordinances. The dates noted refer only to the latest Ordinance.

Type of Business	Ordinance #	Date
Appliance Dealer	1389	1928
Auto Appliances	2659	1944
Auto Commercial Garage		
Auto Parking		
Auto Public Garage		
Auto Renting	2800	1946
Auto Service Station	2180	1938
Auto Speciality Shop		
Auto Storage Garage		
Auto Used Cars	1951	1935
Auto Wrecking	1951	1935
Auto Wrecked Parts		
Bail Bond		
Bakery		
Bicycle Establishment		
Billiards & Pool		
Bill Boards	2393	1941
Bowling Alley		
Distributing Advertising		
Dye & Clean		
Electrical	2659	1944
Food	1210	1926
Laundry		
Milk & Dairy Food		
Plumber		
Show	83 n.s.	1918 o.s.
Hotels	2029	1936



Building Department:

The record of Building Permits will furnish a detailed and continuous history of the structures in the central district where the original construction, major alterations and demolition are recorded. These records are fairly complete back to 1925. In addition the record shows number and type of fixtures, appliances, rooms, and stories as well as the cost of construction. In cases where the building houses a single establishment the type of use is indicated. The time of original occupancy is also noted in the record.

Public Works Department:

Since 1948 this department has taken over the conduct of traffic surveys. There are some studies of the central district as to volume and turning but they are incomplete to date. No origin and destination studies have been made of the central district.

Police Department:

In the past this department has conducted limited traffic studies from time to time. Very little has been done on the central district but in the files of the traffic department are many reports and studies on various aspects of traffic in Berkeley, including several MA Theses from the University. Of this collection of reports the two most pertinent are a MA Thesis entitled "An analysis of Automobile Parking and Congestion Problems in the Berkeley Central Business Area", May, 1915 and a Harvard study done for Chief Toliver by Miller Mc Clintock entitled "Traffic Survey of Shattuck Avenue from University Avenue to Lawrence Way", September 12, 1927. In addition there is an off-street parking Survey, 1945 and a street and highway plan by Donald Campbell with no data of any value whatsoever. The traffic dept. was extremely cooperative and wanted to know why nothing was ever done by the planners to carry out all the reports they wrote.

Berkeley Chamber of Commerce:

The Director of this organization stated that the data published under its aegis would not be "too satisfactory". From a survey of all the publications of the Berkeley Chamber listed in the Bureau of Public Administration Library of the University (over 100 items dating back to the early 20's) it would seem that this warning is justified. At any rate the value of the information appears to be directly proportional to its age. Nevertheless many valuable fragments of information are buried in this motley collection of "business-like" exhortations and platitudinous eulogies of the "Athens of the West". Two examples must suffice to point up the fact that valuable information can be unearthed in the most unexpected places. In December 1944, the Berkeley Chamber of Commerce Committee on Traffic Conditions gave a report to the members of the City Council stating

"For several weeks now, we have been giving our thought and attention to traffic conditions in the congested business district on Shattuck Avenue between University Avenue and Dwight Way. We are agreed that there is but one ultimate solution to the question, and that is the building of a subway that will carry the traffic underground through the main portion of the business district of the center of Berkeley. ... The future growth of our main business district will be retarded unless a far seeing plan is adopted--not a temporary plan, but one that will care for our future needs as we can see them now. If Berkeley is to grow as a shopping center, conditions with the interurban surface tracks on the surface will be intolerable ..."

This committee had an engineering study made as to the cost of constructing this subway and in the cost data are land values for the entire area as well as estimated gain in land values from the construction.

Included in the Chamber material were the minutes of a meeting of the Committee of Thirty-Six on Jan. 4, 1929. This committee was concerned with the problem of the library located in the central district and stated

"we regard the existence of the library as a positive obstacle to the proper & logical development of the east side of Shattuck Avenue south of Kittredge Street as a high class retail business district"

The land value of the library site was stated as \$180,000 which sum the committee recommended should be paid by the city to the heirs of the Shattuck estate, owners of the property originally.

Many different types of information as to types of industry, location and numbers of workers can be obtained as well as figures on bank clearances etc, from the various Annual Reports, Lists of Manufacturers etc, but the series are discontinuous and the sources are seldom cited.

The Berkeley Gazette

An interview with the assistant publisher proved to be a total blank. He was not the slightest bit interested in the problem and was sure that the files of the newspaper would reveal nothing.

Appendix A

Major considerations involved in a study of the Berkeley School District

The population of Berkeley:

1. An examination of its growth in numbers.
How has the population grown over the last twenty years or more? Has it been steadily increasing? The rate of growth over the period examined must be studied for the clues it offers in correlating this growth to external, economic factors.
2. An analysis of its age characteristics.
Has the population been changing in its composition? If there has been an undue increase in the proportion of the elderly to the young, more investigation must be made to determine the cause. Has Berkeley been losing its young men and women, has it been attracting older people from other areas, has it some special characteristic that is causing growth or decline?
3. A study of the distribution of the population by sex, ethnic group, and income level.
Has there been any marked shift in distribution? What can be expected in the future? For it is not only the mass which must be considered but the elements. A rise in the economic level of the inhabitants means that Berkeley will be able to afford services hitherto out of reach.
4. What is the source and character of the income received?
Does it come from outside the city? Is it in the form of industrial wages, dividends, commercial investments, or what? For here we may detect how the city will be affected in depression and so plan our capital improvements accordingly.
5. An analysis of the savings pattern and resources.
Have savings declined or risen in Berkeley? Is there adequate local capital to finance both private and public investments? Will the city draw upon outside capital for possible needed expansion and improvements? Has the population been forced to draw upon savings to meet needed present expenditures?
6. An analysis of individual debt is necessary.
The other side of savings are debt. Are they being reduced or increased? How much of the debts were contracted for long term needs and how much for short term needs?
7. The nature of home tenure must be investigated.
What percentage of Berkeley homes are owner occupied? How many of these are free of debt? When were they purchased? Have young people been buying homes with heavy mortgages that they may be unable to carry in an economic dip? Has there been a heavy turnover in ownership or has tenure been stable and will it continue to be? Is the trend toward less expensive homes?
8. The relationship of the population to their work places.
Where does the population find its work? in the city, outside, close to home, far from home? Do many members of the same family work at the same place? Is there any abnormal concentration of workers within an industry?
9. The expenditure pattern must be traced and predicted for the future.
What has been the expenditure pattern in Berkeley over the last years, over the study period? What do these patterns show? Where have the

shifts occurred? Is per capita spending on the rise or falling absolutely and by comparison to other areas? Has there been a move away from heavy foods? What is the correlation of spending to population distribution by age, sex, ethnic group? How much of the amount from other areas comes from Berkeley? Why? What will people be buying in the future? Where do they expect to get it? How do Berkeley's facilities measure up to this expected change?

10. What sort of a city do the inhabitants desire?

What do the inhabitants want to see in their city? Do the people on the hills desire any local shopping centers? Are they interested in their parks? Do they concern over the future of the city? Do they want a culture center? Do they want to maintain a "college" atmosphere? Are they willing to pay adequate and adequate rent?

11. Do people have an attitude toward the central area and, if so, what is it? Do they think Berkeley has a central area? Is it business district, a center for transportation, a rather large local shopping center? Is it a cultural center? Is it all of these? What do they find lacking? Should liquor be sold? Are prices too high? Is service adequate? Do they feel that merchants want the patronage of the area? Do they desire?

The shopping characteristics of the general population:

1. A study of the age and sex distribution of the shoppers.
How old are the people who do the shopping? In what proportion are the various age groups? Are there any significant changes taking place in these proportions? What percentage are males? Is this changing? What are the differences in their preferences - stores, goods, times of shopping, impatience?
2. An examination of the income received and spent by the shoppers.
What is the income of the shoppers? Do higher incomes or lower incomes shop in Berkeley, outside, or is there no difference as between income levels? Have there been any shifts in different levels of income patronage? How stable are the sources of shopper income? How many of them could find new jobs within a short time if their present job closed down?
3. The determination of the shopping centers used.
Where do the people go when shop - to Telegraph Avenue, to Shattuck Avenue, to Oakland? Are there local centers they patronize? Would they want to see new shopping centers established? In the shopping centers they patronize now have some particularly attractive asset?
4. A study of how the shoppers got to the centers.
How do the people get there? By walking? Do they use a car? Is parking adequate? Do they use public mass transit? How long is an average trip? Do they go in groups?
5. An analysis of the expenditure pattern in the shopping centers.
What do the shoppers buy in the different centers? How often do they buy it? Are there any special conditions that influence purchases? Have there been any significant changes in the individual shopping center's pattern? Which of these changes are long term?
6. The customer's own explanation of his present shopping pattern.
Does he go to the shopping center because he desired to or because it is near him? Does he think the shop arrangement is good? What

- changes would he want to see take place? Does he buy in bulk in large quantities? Does this vary with income?
7. Finding out what other patterns accompany shopping. Is shopping a trip in itself? Is it the occasion to do other things? Does shopping in a particular area take place as a result of something else in the area? What other facilities would the shopper desire to see in the area of the shopping center? How often would he expect to use them?

The labor force:

1. A study of the changes that have taken place and that are likely to occur in the future.
Has the labor force been on the increase? What has been the trend in male to female ratios? Will it remain the same? Is the labor force comprised of younger or older workers? Are they earning more or less money? Have there been any major shifts in the type of person employed? Is there any undue concentration of one type of worker?
2. A determination of where the resident labor force finds work.
How much of the labor force is finding work in Berkeley? Why? Is a lack of jobs per se or of higher pay elsewhere? Are there any shifts in employment centers? Is Berkeley attracting laborers?
3. A study of their travel to and from work.
How long does it take people to get to work in Berkeley? How does this vary for different types of transportation? Is there adequate parking for cars that are used? Are there any long routes that could be reduced?
4. The relationships between working and shopping centers.
Are there shopping centers on the way to or from work? If so, are they patronized and when? Does this delay traffic? Would they want shopping centers near the work places? Do they patronize shopping centers located near their present work centers? Do they use their lunch hours for shopping?

The physical city:

1. A complete and detailed land use study must be made for the entire city. Complete land use information is necessary. We must know the pattern of land uses for the past, the present, and the future for all residential and non-residential areas. Are there any fundamental changes proposed for the future? Will new land be made available through waterfront reclamation? What has been the effect of the street pattern, etc.?
2. There must be a complete study of the transportation system.
How adequate is the system serving the city? Is it preventing the proper growth of the city? Can the inhabitants make quick connection with other areas? Is transportation being extended to new areas? Can public transit facilities be improved?

Land use in the central Area:

1. An analysis must be made of land use.
How large an area is presently being used for "central district"?

- function? How does this compare with other times in the past? Is much of this land is not being used for "central" functions? Could there be a concentration of "central" functions? What is the relationship between business and public uses? Are they adjacent to each other? What is the current condition of the area? What land is put aside for parking?
2. The effect of the street pattern must be studied.
How has the street pattern affected the development of the central area? Has it prevented necessary compactness? Has it been wide - Shattuck Avenue and Shattuck Square influenced the development of one side of the street as against the other? Has it retarded the growth of the area as a whole?
 3. Any restricting influences not include above must be determined.
What are the factors that have combined to prevent growth where it has been desirable? Is there any public land ownership? Is there a Has this prevented the emergence of new firms? What are the psychological factors involved? Have new uses to the University and its detriment? Is there a hopeless feeling in the area?
 4. A study of the buildings and their uses must be made in terms of the area.
Are there new buildings planned for the area? Will they offer new space or are they for replacement purposes? For what type of uses will they provide? Are these different from the present ones? How are rents calculated in the area?

Transportation factors immediately affecting the central area:
1. What type of transportation do people use and how does it affect where they shop?

- How many people who shop in the central district use public transportation to get there? How many private? Would more use of public transportation be improved? How many use the public transportation to shop in Oakland, in San Francisco?
2. What has been the role of the Key system in developing the central area? Has it brought people to it or through it? Is it an obstacle in the minds of those who might desire to shop on both sides of the street? How much traffic does it block or divert from the area? Has it stretched the area out? Does it serve the whole area adequately?
 3. The plans of the Key system must be ascertained.
Are they going to increase facilities and services? How will this affect the central district? How much higher can rates be expected to go? Is there any consideration of a subway or monorail?
 4. Do the city officials have a transit policy?
What is the attitude of the local government? Are they concerned with the transportation problem of the central area? Are they concerned with private and public parking facilities? Do they contemplate public ownership of mass transit facilities for the Bay area? Would they push the introduction of either a subway or monorail?

4. Determination of the relationship between their program for the central area and the needs of the industrial community.
 Do they have a specific program for the industrial community? Do they have a plan for the future? Do they have a plan for the future? Are transportation facilities adequate for men and materials? Is there any campaign to attract specific types of industrial? Will there be sufficient housing of sufficient levels for workers? Will there be public housing?
5. Their opinion regarding the central area.
 Do the officials recognize the central area as the one central area? Are they willing to encourage its growth? What would they want to see in the central area? Would they desire the repeal of the one mile liquor prohibition surrounding the University? Would they take the initiative or a leading role in a repeal move? Do they see its relation to the Bay Area? Will it be a cultural center too?
6. Their attitudes toward the merchants.
 Is there active cooperation in solving the problems of the merchants? Does the interest of any one clique come before the interest of the entire community? Is the tax policy encouraging or discouraging expansion? Is there any encouragement of merchants to concentrate in the central area?
7. Do they have a comprehensive plan for the protection of property owners and users?
 Will the city provide protection to the vast multitude of land users? Is there a long range plan of land use which can guide developers in their selection of sites? Is the zoning adequate? What plans are being made to revise it? Will it call for a reduction in the commercial areas in the total area given it? Will it concentrate present development? What new requirements will it make upon developers? Will the city share some of the new outlays required in the future? Will it take advantage of current redevelopment plans?
8. How will they integrate private and public facilities?
 Is there a long range program of integration of private and public facilities? How will the Berkeley High School auditorium be used, in competition or as a complement to the private facilities? Have any plans been made to capture the trade that will come to the auditorium for other businesses? Will there be a Civic Center?

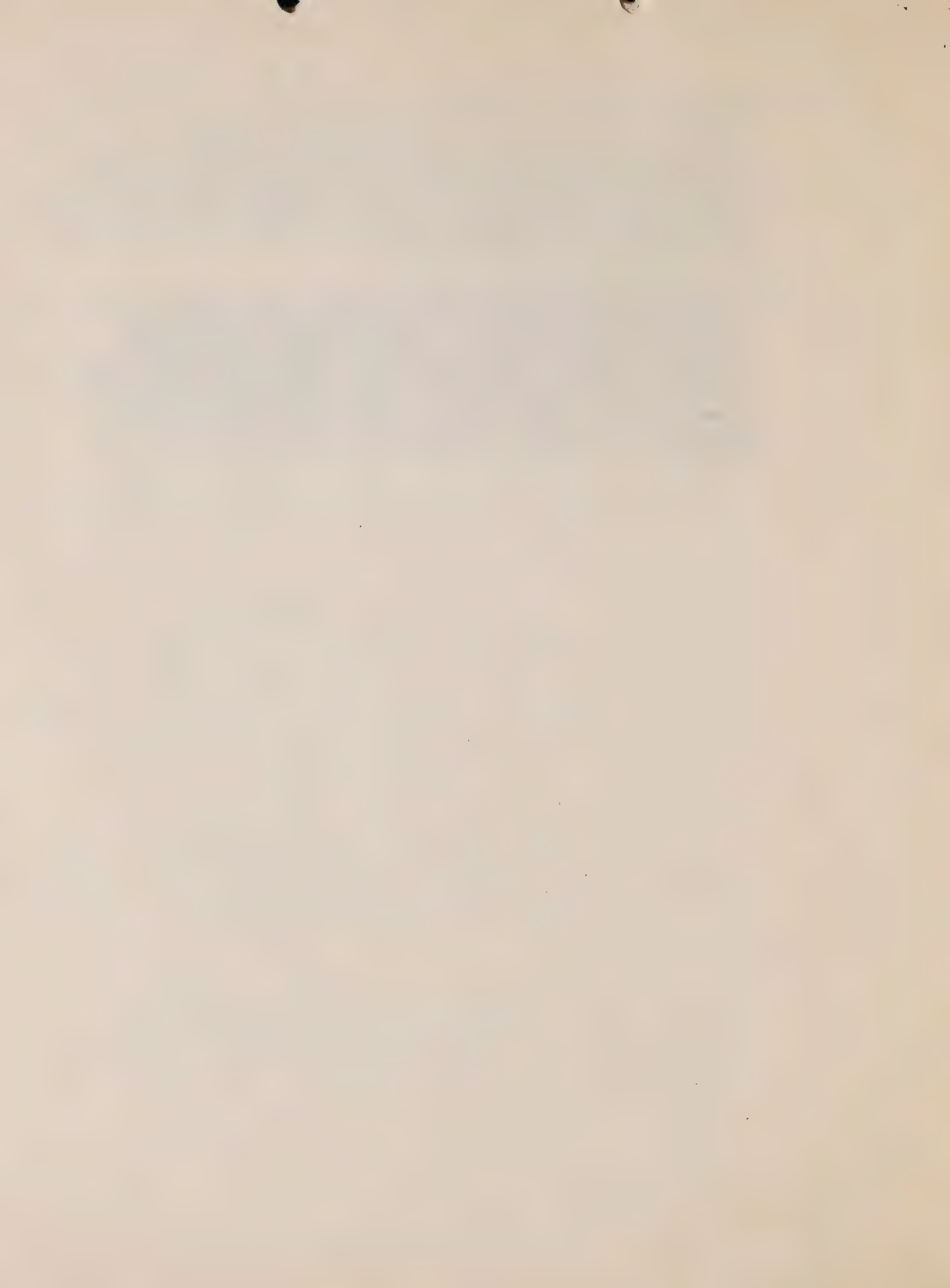
The Merchants in the Central Area.

1. Determination of the relations existing between the merchants.
 Relations with one another. Do the merchants cooperate with the other merchants? Do they exchange information where their services are complementary? Do they have any common parking facilities? Do they engage in joint promotional activities?

Is there a bank or home ownership of business and banks? What are the characteristics of business deposits? Is credit readily available and is it used? What are profits in relation to sales? In relation to rents, other merchants in the area? How do prices compare with other shopping centers that are available? How much capital is in reserve for emergencies? Records of past business activities. Past records of business failures?

3. Their attitude toward the community.

Do they cooperate with the city officials in their plans? Are they aggressive merchandisers? What is their attitude toward shoppers? Do they regard themselves as catering to students? Are they interested in attracting new customers from other areas? How far are they willing to go in cooperation towards developing a new pattern, if they want one? Will they invest in parking facilities? What sort of transportation do they want to use in the area?



Department of City Planning
Regional Planning

Subject. Survey of the Necessary Procedures Leading to a Detailed Survey of the Conditions and Trends of the Berkeley Central Business District and Estimates of Future Growth

To CP 212 Students - Bryant, Dunham, Labin, Shinoda, and Woodward

Introduction

For the average city the size of Berkeley, the "Central Business District" usually has fairly well defined features and functions. The Central Business District of Berkeley does not follow the usual pattern, but has its own peculiar character. This character has resulted, largely, from the particular position that Berkeley occupies in the San Francisco Bay Area generally, and in particular, to the presence of large public and semi-public institutions adjacent to or within the BCBD.

In addition to this special feature, it is believed that the great increase in population during the past ten years in the northern part of the East Bay Area has not resulted in a comparable expansion of the BCBD. This "growth lag" is particularly noticable in Berkeley, although it is a condition that is common to all of the older, well established commercial centers in the State.

Certain of the above-mentioned institutions have expanded or are expanding their programs and have enlarged or are planning to build large new physical facilities in the BCBD, but the commercial services available in the District do not seem to have developed in any significant way since 1940. However, the increase in daytime working and shopping population and the decrease in transit service have resulted in an automobile parking problem in the District which is of great concern to the merchants.

The Problem

You will assume that it has been decided by the City Planning Commission that no partial program of public improvements (i.e., an off-street parking program alone) can be determined until a general plan has been developed that will make provision for the growth and change in character of the District that can be expected in the next ten to twenty years. The Commission has recognized that such a plan must follow a survey of the existing conditions and trends of the District and include estimates of the probable amount and kinds of space needed during the next twenty years or so, based on the growth of economic activity.

Your group will be assumed to represent a special staff group in the Berkeley Department of City Planning with the following assignments.

- 1) Defining and describing the BCBD by its present physical conditions.
- 2) Determining what type of data are essential to an objective study of the area.
- 3) Setting up procedures for obtaining data from available secondary sources, which includes
 - a) Investigation and evaluation of such sources

- 5) Record online what data the Department in its capacity as a data collecting and :
- 6) To summarize and analyze the available information on Business Districts of cities the size of the city, to formulate in a general fashion the standards and functions of the ECBD.

Procedure and Due Dates

You are to select your own group chairman as soon as possible. Your report is to be completed by 9:00 AM, Monday, May 29, 1950. A copy of this problem statement and a bibliography of books and manuals consulted during the study are to be included as appendices in the final report.

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